

NARRATIVE PROPOSAL

The City of Springfield is located in the southern part of the Pioneer Valley region of Western Massachusetts. With approximately 153,000 residents, Springfield is the third largest city in the Commonwealth of Massachusetts and fourth largest in New England (after Boston, Worcester and Providence). Springfield has several nicknames such as “The City of Firsts” because of the many innovations produced in the city, and “The City of Homes” due to its attractive Victorian residential architecture.

Residents are also proud of the city’s extensive history of manufacturing which dates back to the 1700’s. By the first decade of the 20th century, the City of Springfield featured over 10 percent of all manufacturing plants in the Commonwealth of Massachusetts, and a far greater percentage of precision machinery manufacturing plants. The precision machinery niche in Springfield attracted manufacturers such as the Duryea Motor Wagon Company, Indian Motorcycle, and Rolls Royce. Today most of the manufacturing industries including textile, distilleries, and metal manufacturing have now disappeared from Springfield leaving many empty former industrial and commercial sites. Many of these vacant and blighted sites are located nearby residential areas of the city and are suspected or known to be contaminated.

1) Community Need

The Office of Planning and Economic Development has identified over 150 brownfields sites which cover over 70 acres of land. These properties range in size from a half an acre to 10 acres or more. Most of these sites are vacant parcels or buildings which have been blighted for many years. Their close proximity to densely populated residential areas has attracted gangs, illegal dumping, and other criminal activity which has had a detrimental impact on the community’s health, welfare, and environment.

The City of Springfield is comprised of 17 distinct neighborhoods. **A troubling fact is that over half of the brownfield sites identified by the city are located within five neighborhoods: Brightwood, Memorial Square, South End, Six Corners and Old Hill.** These five neighborhoods have been designated Neighborhood Revitalization Strategy Areas (NRSAs) as they have endure higher concentration of poverty compared to the rest of the city. For example, the median family incomes in the five NRSA neighborhoods are the lowest in the city, and some of the lowest in the entire Commonwealth, ranging from \$13,962 to \$39,375.¹

The population of Springfield represents a more racially diverse community than the State, and the Nation. According to the American Community Survey 1-year estimate for 2010, 40.6 percent of the total population in Springfield is Hispanic, in comparison to 9.5 percent for the State, and 16.4 percent for the rest of the United States. The racial composition of the city neighborhoods is also racially diverse. For example, out of the 3,912 residents living in the Brightwood (NRSA neighborhood), only 1,529 or 40 percent are white. Similarly, out of the 4,134 residents living in Memorial Square (NRSA neighborhood), only 1,260 or 30 percent are white.² **Given the racial composition of the NRSA neighborhoods and the higher number of**

¹ U.S. Census. American Community Survey.

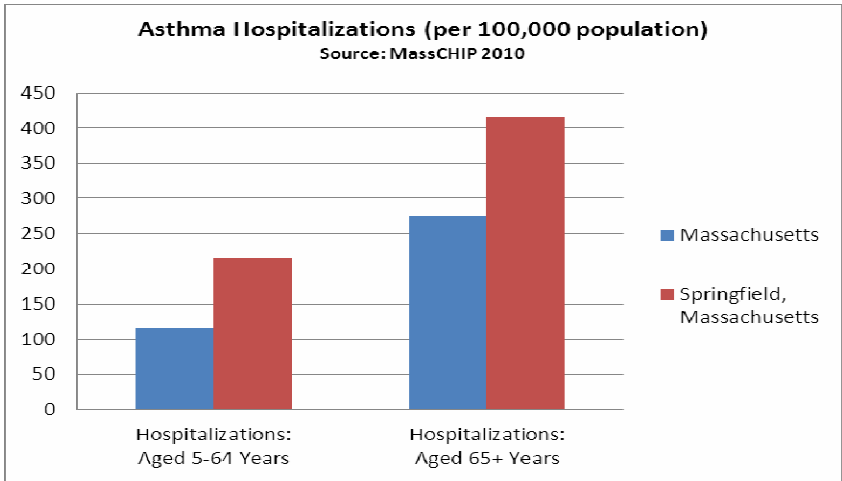
² U.S. Census. American Community Survey.

suspected brownfields present in these neighborhoods, it comes to no surprise minorities in the city are disproportionately affected by health, welfare, and environmental challenges caused by brownfields. Therefore, the city’s Brownfields Redevelopment Program is focused primarily in addressing the environmental conditions of brownfields in the NRSA neighborhoods.

The United States Environmental Protection Agency (EPA) brownfield assessment funds have been vital to the city’s Brownfields Redevelopment Program strategy. The funding provided by EPA has helped city staff take the first steps in ensuring successful brownfields redevelopment by determining whether or not the suspected contamination on the sites is real. This first step is crucial in determining whether or not the sites are potentially impacting the surrounding area residents.

a. Effect of brownfields on Springfield’s health, welfare, environment, and sensitive populations

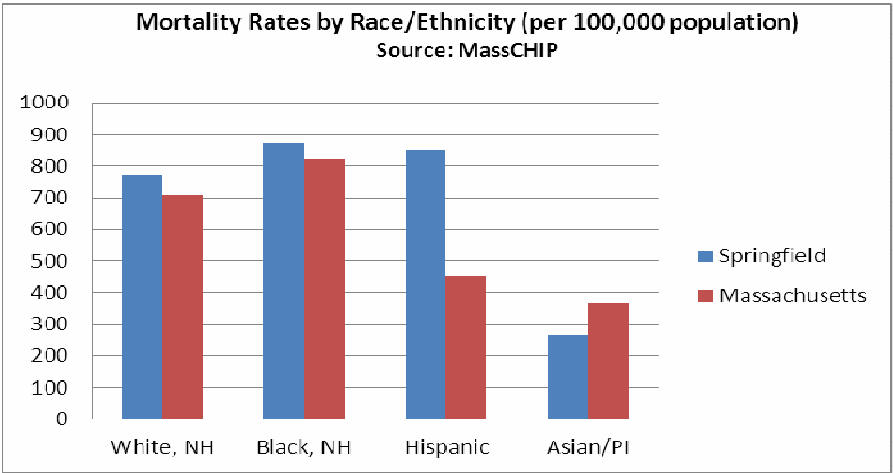
As many as 1 in 5 adults living in the City of Springfield have asthma. Data from the Massachusetts Department of Health and Human Services (MassCHIP 2007)³ reveals that children ages 0-4 have the lowest incidence of asthma, with the percentages growing exponentially as they age (5-11 years = 16.5% and 12-17 years = 20.0%). Many of these children are the same students that make up the 161 health alerts the nurses’ keep on record in their system. **Three out of the five NRSA neighborhoods (Brightwood, Memorial Square, and South End) are directly adjacent to interstate highways 91 and 291.** While correlation does not always equal causation, the relationship between the high incidence of asthma, the neighborhoods proximity to highways, and the industrial history of the city should be considered when reviewing the data and the corresponding risks.



In Springfield, families of all races fare poorly in comparison to their peers across Massachusetts on numerous health indicators. The largest disparity can be seen in the mortality rates among Hispanics, which are almost 2:1 per 100,000 residents (MassCHIP) as compared to the State. Furthermore, while the City of Springfield is a relatively young community with about 33.9 percent of the population being under 25 years old, the elder population of 60 years and

³ MassCHIP– www.mass.gov/dph/masschip

older is also significant at 18.5 percent (U.S. American Community Survey).⁴ Combined, these populations account for more than 50 percent of the total population, which means that **more than half of the City’s residents are at greater risk of health challenges due to environmental contamination.**



The City’s has 59,989 housing units, of which 4,901 (8.2 percent) are vacant. Less than half (48.9 percent) of the housing stock is owner-occupied with much of the remaining units being multi-family housing structures. In fact most of the vacant commercial and residential parcels are located within the NRSA neighborhoods. Many of the parcels fall under the brownfields classification. **The successful redevelopment of these properties would help the city collect more tax revenues in the form of property taxes.**

Overall, the City of Springfield has had significant problems with both litter and illegal dumping. **During the Fiscal Year 2010, the City’s 311 Call Center received 380 complaints about solid waste and 251 calls about illegal dumping calls.** In addition, the Police Department's Ordinance Squad responded to 537 dumping/littering problems. Furthermore, vacant lots and buildings provide for an attractive nuisance for the city’s estimated 32 active gangs. **Reducing the number of brownfields sites which often invite illegal dumping and criminal activities is an important tactic to overall neighborhood revitalization.** This is one of the goals of the Springfield’s Brownfield Redevelopment Program.

b. Financial Need
Addressing brownfields in the city is aligned with the Mayor’s strategic priorities. However, the city does not currently have enough financial resources to direct toward environmental assessment of the many former commercial and industrial sites. Even with the work done under the past assessment grants, the city has only been able to assess 10 percent of all of the properties that are now in tax receivership which are suspected of harboring some level of contamination due to previous use.

During the 1980’s, Springfield began experiencing fiscal trouble which resulted in wage freezes for city workers, cuts in city services, layoffs, and various city fee increases. In the

⁴ U.S. Census. American Community Survey.

early 2000’s those problems were exacerbated and on June 30, 2004, the Massachusetts General Court granted control of the city (including financial, personnel, and real estate matters) to the Springfield Finance Control Board (SFCB). **In 2006, the SFCB hired the Urban Land Institute (ULI) to create a viable plan for the city's revitalization.** The ULI's study and subsequent 'Plan for Springfield' resulted in significant improvements throughout Springfield's Metro Center, a dramatic citywide drop-off in crime, and a viable course for the city's continued resurgence. The SFCB completed a five year presence in 2009.

Unfortunately, the recent economic recession has had has a significant negative impact on the city’s economic health. As noted on Table 1, the unemployment rate in Springfield is 12.6 percent which is just over four percent higher than the State and three percent higher than the National average. Springfield’s poverty rate of nearly 27 percent is more than double of the State and the Nation. The City is also home of a large minority population which is double the national average and is almost three times higher than the State.

<i>Table 1. Demographic Data Comparison</i>	Springfield	State	National
Population	153,115	6,557,254	309,349,689
Unemployment	12.6%	8.5%	9.6%
Poverty Rate	26.8%	11.4%	15.3%
Percent Minority	46.4%	16.5%	23.6%
Per Capita Income: Individual	\$16,863	\$33,203	\$26,059
Per Capita Income: Family	\$35,236	\$60,072	\$50,046
Less than a High School Education	25.0%	11.0%	14.7%
High School Graduate (GED) or Higher	75.0%	89.0%	85.3%
Bachelor, Graduate, or Professional Degree	14.9%	36.0%	25.6%

Source: 2010 ACS 1-year estimates and Bureau of Labor Statistics for the UI Data

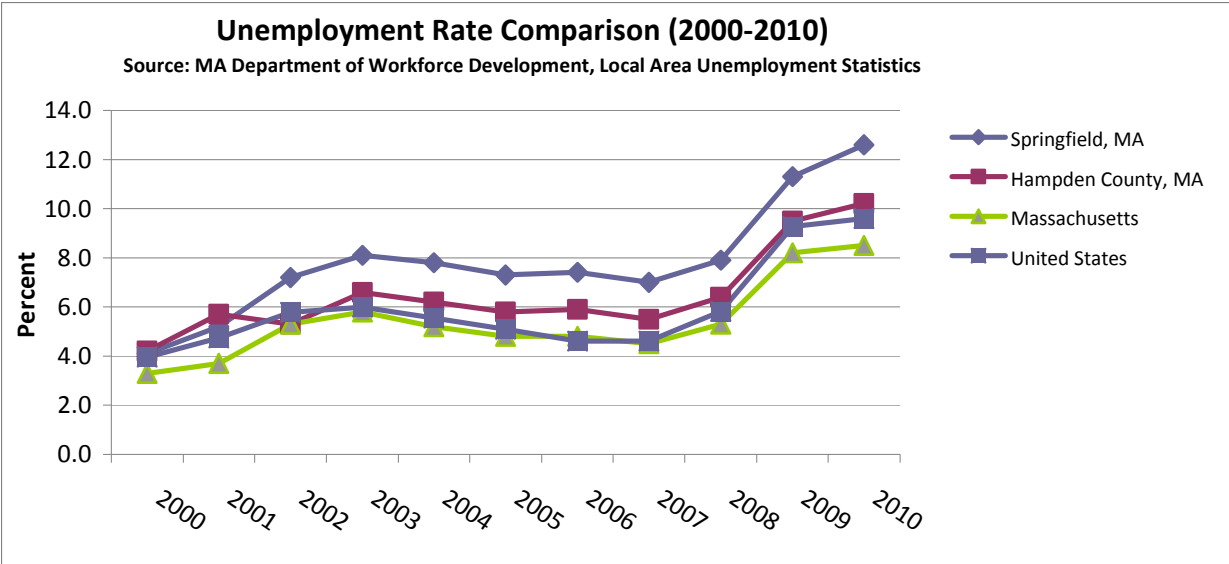
The 2010 unemployment rate in Springfield was 12.6 percent, compared to 10.2 percent for its surrounding Hampden County, 8.5 percent for the State, and 9.6 percent for the nation. While “jobs in Springfield pay 17 percent more than jobs in the region, the income earned by Springfield households is 32 percent lower than the regional median.”⁵ Springfield residents fill 43 percent of the jobs in the City but they have captured only 37 percent of jobs in the health care and 24 percent of jobs in the finance industries—the highest paying industries in the City.⁶

With high unemployment and high poverty, City receipts are severely limited, and there are many competing priorities for resources including a myriad of social programs and economic development initiatives. Moreover, significant state and federal deficits have greatly limited the resources available to the city. For example, when the Commonwealth of Massachusetts began forecasting sizable revenue shortfalls in Fiscal Year 2009, the City of Springfield faced a mid-year cut of \$4.55 million in its state aid. The state aid cuts greatly impacted city services and a total of 154 positions were eliminated from the city’s overall workforce, 79 of those vacancies coming as a result of lay-offs.

Health indicators presented throughout this application are directly correlated to conditions of poverty, lack of access to daily physical activity, and access to quality affordable foods. **With**

⁵ BUILDING FOR THE FUTURE: Foundations for a Springfield Comprehensive Growth Strategy, June 2009, p.7
⁶ Ibid, p.7

a median family income of \$35,236, Springfield Massachusetts is the poorest city in the Commonwealth. Furthermore, Springfield has the 6th highest child poverty rate among American cities with 44.6 percent of children under the age of 18 living below the poverty line as compared to 12.4 percent for Massachusetts.



The poverty level coupled with a population that is over 60 or under 25 years of age, clearly points to the challenges that Springfield faces in the actual numbers of employable residents and the quality of the jobs they hold. While Springfield does not lack for available jobs, the city has undereducated population, with only 14.9 percent of residents holding a college degree.⁷ The educational attainment gap makes it is difficult for area businesses to recruit Springfield residents to fill highly-paid positions.

The lack of access to daily physical activity and access to quality affordable foods has had a negative effect on the health of the overall population. There are no bike lanes anywhere in the city and despite the potential for connecting the three-mile Connecticut River Walk and Bikeway to adjacent neighborhoods, there is a lack of resources to create a sustainable bike/pedestrian infrastructure throughout the entire city. Furthermore, the City has been identified as a “food desert” with many of the poorest neighborhoods lacking full-line grocery stores or access to farm fresh foods.

The city is always looking for opportunities to enhance environmental and community sustainability through successful brownfields redevelopment. **For example, there are several brownfield sites in the South End neighborhood which may be ideal for a new full-service supermarket.** These properties are conveniently located near the interstate highway and within the South End’s commercial district. However, the city does not currently have the financial resources to assess the possible environmental issues at these sites which would be the first step in determining its potential future uses.

⁷ U.S. Census. American Community Survey.

Given the city's history of manufacturing and its location next to interstate highways, the threat of cumulative environmental impact is very real. However, the main focus of the Brownfields Redevelopment Program is addressing brownfields within NRSA neighborhoods because of their negative impact on sensitive populations. Furthermore, while the City of Springfield is committed to addressing environmental concerns and issues caused by brownfields, it lacks the necessary resources to do so. **The funding support provided by EPA grant funds in the past has been crucial in starting the redevelopment process of old commercial and industrial sites which have negatively affected our community for decades.**

2) Project Description and Feasibility of Success

a. Project Description

i. Springfield is proposing to utilize the EPA community-wide environmental assessment funds for hazardous substance and petroleum assessments of brownfields throughout the city. The primary focus of the program will be to address brownfields in the HUD-designated NRSA neighborhoods which host roughly 50 percent of all the City's brownfields sites. **Project outcomes include performing environmental site assessments of at least 12 properties, the creation of at least 50 new jobs, and leveraging private investment of at least \$500,000.** The city plans to accomplish these goals through the strategic use of EPA grant funds combined with city funds such as Community Development Grant Funds, and private investment.

Several of the NRSA neighborhoods have gone through neighborhood master planning and visioning during the past three years. The South End in particular, has advanced successfully from planning to implementation of a master plan that started with an Urban Land Institute report. The South End Revitalization Coalition has held stakeholders meetings since November of 2007 to fashion the consensus plan and implement it. The South End Neighborhood Revitalization Plan is a direct result of the work and interactions between the City, its consultants, and the South End community. **The revitalization initiative focuses on a series of connected public and private initiatives designed to systematically improve the condition of housing, open space, infrastructure and retail in the South End.**

The development of vacant and blighted properties in the South End neighborhood is a key element in the revitalization strategy. For example, there are several abandoned commercial properties along Main Street which are suspected to be contaminated. Two of them which are adjacent to each other used to be a laundry facility and an appliance refurbishing business. **While the location of these sites should be coveted real estate, the unknown environmental conditions have discouraged potential developers.**

On June 1, 2011 the City of Springfield was ravaged by a tornado and declared a federal disaster area on June 14th. Seven out of the 17 city neighborhoods were affected by this natural disaster. Three of the NRSA neighborhoods, the South End, Six Corners, and Old Hill were devastated. The existing need for addressing environmental issues and brownfields in these neighborhoods is greater now than ever before.

As part of the city's effort to rebuild after the tornado, DevelopSpringfield and the Springfield Redevelopment Authority (SRA) have partnered to lead a collaborative planning process to build a community vision for the future of the tornado impacted neighborhoods and Springfield as a whole. Concordia, LLC was the consulting team selected to facilitate the planning process. Tornado-impacted neighborhoods have been organized into three planning

districts that will provide a framework for advancing the planning process. **The final plan will include plans for each of the three planning districts as well as a citywide vision. This plan will integrate sustainability, livability and equitable development principles which will guide future development in the City.** DevelopSpringfield and the SRA will begin implementing the strategies laid out in the plan in 2012.

Environmental assessments are often the first step of successful brownfields redevelopment which leads to site remediation/clean up. **The main tasks for Springfield’s Brownfield Redevelopment program will include:**

- 1) **Update of the City’s Brownfields Inventory:** The existing inventory will be updated and refined with the assistance of a graduate student intern. The city will renew its license for a web-based environmental database provided by Environmental Data Resources (EDR) which has proved to greatly enhance the city’s capacity to research existing and potential brownfield properties and create a more accurate citywide brownfields inventory.
- 2) **Release a request for proposals:** The City of Springfield will release a Request for Proposals (RFP) through the Office of Procurement. The RFP will be open for bids form all qualified environmental consulting agencies and will be advertised in the local newspaper, on the Office of Procurement Bulletin, and on the State’s *Central Register*. The City of Springfield follows Massachusetts procurement law (Ch.30B).
- 3) **Assemble a Consultant Selection Committee:** The city will assemble an RFP Selection Committee responsible for choosing the consultant(s) that will perform the assessment work. Members of this committee will include representatives from the neighborhood associations and business associations in the NRSA neighborhoods. These organizations include the New North Citizens Council, the South End Citizens Council, the Old Hill and Maple High–Six Corners Neighborhood Council.
- 4) **Brownfield Sites “Shortlisting”:** Recommendations and results from the Rebuild Springfield Tornado Recovery Master Plan will guide this process as the city continues to work on revitalizing neighborhoods hardest hit by the tornado.
- 5) **Community Outreach:** Community meetings will be scheduled to inform the community of the environmental assessment activities in their neighborhood and get their feedback. An educational component will be included in meetings to help the community better understand the health hazards posed by brownfields and learn what they can do to help the city address environmental issues in the community.

b. Budget for EPA Funding and Leveraging Other Resources - Springfield is applying for community-wide assessment funding for both hazardous substance and petroleum contamination (\$200,000 Hazardous Substances; \$200,000 Petroleum).

i. A budget for each grant request is provided below

Request: \$200,000 for Environmental Site Assessment of Hazardous Substances

Budget Categories	Project Tasks				Total
	Task 1 Site Assessment Activities	Task 2 Brownfields Inventory	Task 3 Community Engagement	Task 4 Travel	
Personnel		\$1,500	\$3,000		\$4,500
Fringe Benefits					
Travel ¹				\$3,000	\$3,000
Equipment ²					

Supplies		\$4,000	\$1,000		\$5,000
Contractual ³	\$187,500				\$187,500
Other (Specify)					
Total	\$187,500	\$5,500	\$4,000	\$3,000	\$200,000
¹ Travel to brownfields-related training conference is an acceptable use of these grant funds. ² EPA defines equipment as items that cost \$5,000 or more with a useful life of more than one year. Items costing less than \$5,000 are considered supplies. Generally, equipment is not required for assessment grants. ³ Applicants must comply with the procurement procedures contained in 40 CFR 31.36, or for non-profits, with 40 CFR 30.40 through 30.48.					

Request: \$200,000 for Environmental Site Assessment of Petroleum Substances

Budget Categories	Project Tasks				Total
	Task 1 Site Assessment Activities	Task 2 Brownfields Inventory	Task 3 Community Engagement	Task 4 Travel	
Personnel		\$1,500	\$3,000		\$4,500
Fringe Benefits					
Travel ¹				\$3,000	\$3,000
Equipment ²					
Supplies		\$4,000	\$1,000		\$5,000
Contractual ³	\$187,500				\$187,500
Other (Specify)					
Total	\$187,500	\$5,500	\$4,000	\$3,000	\$200,000
¹ Travel to brownfields-related training conference is an acceptable use of these grants funds. ² EPA defines equipment as items that cost \$5,000 or more with a useful life of more than one year. Items costing less than \$5,000 are considered supplies. Generally, equipment is not required for assessment grants. ³ Applicants must comply with the procurement procedures contained in 40 CFR 31.36, or for non-profits, with 40 CFR 30.40 through 30.48.					

The budget justification is the same for both the hazardous substances and petroleum assessment grants:

Task 1: Site Assessment Activities: The city estimates that it will be able to do at least 12 Phase I ESA’s with an average cost of \$2,500 each, 10 Phase II’s which cost approximately \$30,000 each, and at least 11 Phase III’s with an average cost of \$5,000 each. The total cost of Task 1 estimates under the contractual budget item is \$375,000 (HazMat \$187,500 and Petroleum \$187,500).

Task 2: Update Brownfields Inventory: The existing inventory will be updated and refined with the assistance of a graduate student intern. The City will renew its license for a web-based environmental database provided by Environmental Data Resources, Inc. (EDR) which has proved to greatly enhance the city’s capacity to research existing and potential brownfield properties and create a more accurate citywide brownfields inventory. The cost of the license is \$6,000 for the EDR SanbornDirect service. A graduate intern will be hired of \$13/hr and paid a maximum of \$3,000. The remaining \$2,000 under supplies will be used to purchase a laptop computer and a camera for the purpose of updating the brownfields inventory. A total of \$11,000 has been allocated under this task.

Task 3: Community Engagement: The Springfield’s Brownfield Redevelopment Program will provide community outreach services which will entail neighborhood meetings to address brownfield site concerns, intermediate findings, future land use, and the results as documented in a final report. The outreach services will be performed by the Brownfields Assessment Program manager with the assistance of two graduate interns. The total amount of funds allocated under

this item is \$8,000 which should be sufficient to pay for two graduate interns and supplies for the outreach activities.

Task 4: Travel: The travel budget item is an estimate of travel expenses for two staff members attending the annual US EPA Brownfields Conference and US EPA regional conferences. Based on past experience, each staff member travel cost for a conference averages \$1,700-\$2,000 depending on the location. Therefore, we have allocated a total of \$6,000 under this budget item.

ii. Tracking and Measuring Progress: Short term and long term project outcomes/outputs

Ms. Samalid Hogan, Project Manager and Brownfields Coordinator for the City of Springfield, will be responsible for data collection, tracking and measuring program outcomes. First, Ms. Hogan will continue to update the City's Brownfields Database as needed. **The brownfields database will be utilized in conjunction with EPA's ACRES online tracking system to produce quarterly reports identifying sites assessed, changes in the work plan or program goals, and any other relevant information.**

Outputs:

Short-term:

- At least 12 brownfields sites assessed (applicable ESA phases depending on need).
- At least five clean-up plans generated.

Long-term:

- At least three sites remediated and redeveloped.

Outcomes:

- Leverage at least 50 new jobs.
- Over \$500,000 in private funding leveraged.

iii. Leveraging

The City of Springfield has committed \$200,000 of its Urban Communities Development Action Grant to the redevelopment of Union Station and the State of Massachusetts Department of Transportation has committed a \$3.7 million transportation bond for the redevelopment project. Union Station consists of two vacant buildings on Frank B. Murray Street: a three story terminal building and a two-story baggage building. The City of Springfield and the Springfield Redevelopment Authority are committed to redeveloping Union Station so that transportation providers can offer their passengers the benefits of a completely rehabilitated state-of-the-art intermodal transportation facility.

In September 2010, the City of Springfield was awarded a \$40,000 grant in Brownfield Assessment funds from MassDevelopment, a quasi-governmental community development financing agency. The City requested funds from the MassDevelopment's Brownfields Program to provide critical funding to advance environmental investigation activities at the former Mason Square Fire Station. The initial Phase I and Phase II investigations on this site were funded by the City's Fiscal Year 2007 EPA grant.

In addition, the City applied for and received a \$550,000 Brownfield Revolving Loan managed by the Pioneer Valley Planning commission for asbestos removal at 1592 Main Street, a former nightclub building known as "The Asylum" in the heart of downtown Springfield. This property has been dormant and vacant for the past five years which has lead to negative and blighting influences. The city plans to develop the building into office space and a public market

at this location hoping that it will help reverse some of the negative imagery in Springfield, and offer healthy and fresh food offerings to downtown city residents and its employees.

In 2010, the city was awarded a LUST (leaking underground storage tank) grant for \$170,000 from the Massachusetts Department of Environmental Protection Agency to remediate a brownfield site in the Memorial Square neighborhood. This site (former Yankee Oil distribution site) was assessed under the previous EPA community-wide assessments grant (Fiscal Year 2007 grant). The site assessment work previously performed on the site enabled the City to do the assessment work necessary before securing the LUST funds to clean up the site.

Lastly, the City will continue to use some U.S. Department of Housing and Urban Development (HUD) Community Development Block Grant (CDBG) allocation for the portions of assessment, cleanup, planning, and development of brownfield sites assessed with this grant which are eligible under CDBG but not under other funding sources.

c. Programmatic Capability and Past Performance

i. Programmatic Capability

The Brownfields Program in Springfield is a City program run jointly by the Office of Planning and Economic Development (OPED), and the Office of Community Development (Community Development). Community Development administers all of the City's CDBG funds and also plays a critical role in the City's Brownfields Redevelopment Program by administering all grant funds. **Ms. Samalid Hogan, Project Manager at OPED, has over seven years of experience managing EPA, EDA, and DHCD grants.** She currently manages the city's Brownfields Redevelopment Program and will oversee the performance of the site assessments under EPA grants. Ms. Hogan will also lead the procurement of consultant services as described under program tasks in section two. Brian Connors, Deputy Director of OPED, has over 10 years experience in municipal brownfields in directing the EPA Brownfields Program of Lowell, MA and in Springfield and will serve in a programmatic review and support role.

The Director of Administration and Finance at the Office of Community Development, Ms. Cathy Buono, once served as the city's deputy comptroller and will oversee the financial management of grants associated with the City's Brownfields Redevelopment Program. Ms. Buono also has extensive experience managing federal grant funds for the City of Springfield, in particular, the annual Community Development Block Grant allocation.

Should there be staff turnover, the city has a standard hiring process in place to replace staff, and often assigns another staff member to temporarily take over the duties and responsibilities of the staff member that left. The City also has the capacity and procurement systems in place to acquire specialized services and hire consultants with a particular field of expertise.

ii. Adverse Audits

The city has not had any adverse audit findings from an OMB Circular A-133 audit and has an excellent record of management and compliance on its current brownfields grant as well as all of its Federal, state and other grants. The charts below illustrate the EPA Brownfields grants awarded to and implemented by the city over the past five years.

d. Past Performance

The City of Springfield completed an EPA Brownfields Assessment Grant (HazMat and Petroleum) on September 30, 2010. The City has also successfully completed EPA Brownfields Clean-Up Grants in the past. To date the Springfield Brownfields Program has enjoyed the following success:

- *Springfield Brownfields Inventory:* Springfield completed its inventory of Brownfields for the entire city.
- *Former Carew Street School:* The Carew Street School was constructed in 1894 and sat on a 36,000 square foot parcel. Located adjacent to the school was an electrical sub-station, constructed in 1931. Using US EPA Brownfields assessment funds, the city determined that the site was clean and required little clean-up work. A new day care facility on the former school site and a new veteran's center. Total project investment is \$4 million and the project employs over 100 people.
- *Hampden Color and Chemical:* This former solvent recycling facility was acquired by the City for delinquent taxes. It is a seven acre industrial parcel with a 160,000 square foot building. MassDEP paid for initial site assessment and the City secured US EPA funds for cleanup. The new property owners have invested \$3 million in the property and cleaned it to a point where no Activity Use Limitation is even needed.
- *Site Assessments:* Completed over 40 site assessments with US EPA funding since the year 2000. Leveraged funding from other sources to complete six more in other locations. Over half of these sites have been developed or are in the process of redevelopment.

Grant Name/Number:	EPA Petroleum and Hazardous Waste Assessments Grant - BF-97181501
Performance Period:	10/01/2007 – 9/30/2010
Funds Expenditure:	Out of the \$400,000.00, the city expended \$398,710.35. Funds remaining added up to \$1,289.65.
Compliance:	The City of Springfield prepared and submitted all progress reports, brownfield reporting measures, and annual financial status reports for each grant and submits them quarterly, as required, to EPA. The City of Springfield is currently working on submitting the Grant Closing documents for this grant which is due October 30, 2010.
Accomplishments:	With the EPA funds provided under this grant, the City of Springfield assessed a total of 12 properties and completed 9 Phase I Environmental Site Assessments, 8 Phase II Environmental Site Assessments, and 1 Phase III. Further, the City Springfield completed its inventory of Brownfields for the entire City and leveraged over \$50,000 in additional brownfields fund from MassDevelopment and its CDBG allocation.

Grant Name/Number:	EPA Clean Up Grant for 126 Memorial Drive – BF-97129901
Performance Period:	9/19/2005 – 9/18/2006
Funds Expenditure:	\$200,000 grant. All funds were fully drawn and expended.
Compliance:	The City of Springfield prepared and submitted all progress reports, brownfield reporting measures, and annual financial status reports for each grant and submits them quarterly, as required, to EPA. The City of Springfield is current with all of its required EPA reporting.
Accomplishments:	126 Memorial Drive was the former Hampden Color and Chemical. The

	solvent recycling facility was acquired by the City for delinquent taxes. The new property owners invested \$3 million in the property and cleaned it to a point where no Activity Use Limitation was needed. This site is known today as the headquarters of Astro Logistics.
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Grant Name/Number:	Brownfields Clean Up Grant for the Former Gemini Plant –BF-97142101
Performance Period:	10/1/2006 – 9/30/2008
Funds Expenditure:	\$200,000 grant. All funds were fully drawn and expended.
Compliance:	The City of Springfield prepared and submitted all progress reports, brownfield reporting measures, and annual financial status reports for each grant and submits them quarterly, as required, to EPA. The City of Springfield is current with all of its required EPA reporting.
Accomplishments:	This city-owned 3 acre site was formerly home to a 100,000 SF turn-of-the-century textile mill. The building burned to the ground in 2003. In 2006, the City secured a \$200,000 EPA Clean up grant to address the remaining Brownfield issues. Remediation of this site was completed in the summer of 2008.

3. Community Engagement and Partnerships

a. Plans for involving the affected community and communicating progress.

The city’s brownfields team works closely with neighborhood associations and community-based organizations. **These groups will collaborate with the city on brownfield sites selection and will have representation in the consultant selection process. The city will assemble an RFP Selection Committee responsible for choosing the consultant(s) that will perform the assessment work.** Members of this committee will include representatives from the neighborhood associations and business associations in the NRSA neighborhoods. Once a consultant is hired, the team will continue to engage the local neighborhood associations and discuss with them the recommended assessment, clean up, and redevelopment plans for the brownfields in their neighborhood.

Two graduate interns will be hired to assist with ongoing community outreach. The city will utilize the local newspaper, internet, and social media outlets such as Twitter to advertise the dates of community meetings. Announcements will also be posted online on the city’s website. The Project Manger and Brownfields Coordinator, Samalid Hogan, is equally fluent in both English and Spanish and will be available to translate at community meetings. **The city will also have access to translators for other languages such as Polish, Italian, and Vietnamese in addition to sign language interpreters.**

b. Describe your efforts and/or plans to develop partnerships

Developing strong partnerships with local CBO’s and community partnerships has significantly increased the success and outcomes of Springfield’s Brownfields Redevelopment Program. One of the short-term goals of the program is to strengthen and add partners from the community who will assist in educating residents about the environment in their neighborhoods and what they can do to get involved. Furthermore, while the city does not have a formal brownfields job training program, CBO’s have assisted in linking members of the community to potential employment opportunities in brownfields assessment and redevelopment.

Springfield currently has strong partnerships with local environmental and health agencies including EPA Region I, Massachusetts Department of Environmental Protection (MassDEP), the Springfield Health Department, and the Massachusetts Department of Public Health. Springfield's Health Department, Massachusetts Department of Public Health, and the Pioneer Valley Asthma Coalition. Together, we continuously work to make the city and its stakeholders, to include residents aware of local potential health hazards and offer advice on mitigating these threats.

The city has also developed a strong partnership with the Massachusetts Department of Housing and Community Development (DHCD) which has provided significant funding in the past for planning and housing development. Most recently, DHCD awarded the city \$150,000 for Tornado Recovery Planning Assistance.

c. Description of, and role of, key community-based organizations involved

(See letters of support from these organizations on attachment B)

- **The South End Citizen's Council (SECC)** is a community-based organization (CBO) comprised of volunteers and it is recognized as the official voice relating to all neighborhood issues in the South End. The South End Citizens Council is dedicated to improving the social and economic climate for all South End residents and businesses.
- **Maple High-Six Corners Civic Association** is a CBO comprised of volunteers and it is recognized as the official voice relating to all neighborhood issues. Old Hill neighborhood residents are represented in the Maple High-Six Corners Civic Association which is dedicated to improving the social and economic climate for all residents and businesses.
- **The New North Citizens Council (NNCC)** is a CBO family-service agency that provides specialty services to low income families. The NNCC has over 36 years experience serving thousands of the City's most vulnerable citizens particularly in the Brightwood and Memorial Square neighborhoods.
- **The Pioneer Valley Asthma Coalition (PVAC)** is a multi-organizational community partnership that works to raise community awareness of asthma as a serious chronic disease, educate community members about asthma, promote best practice care and address the environmental/health issues that exacerbate asthma.

Each of the CBO's listed above will play an important role in the brownfields program by working collaboratively with the city to select priority sites within their neighborhoods. Based on past experience, local residents have important information about past uses and history of the properties which is extremely important for an accurate environmental assessment. **Furthermore, representatives of the CBO's will participate in the consultant selection process.**

4. Project Benefits

a. Welfare and/or Public Health

The current inventory of brownfields and potential brownfields in Springfield consists of over 150 properties. Many of these sites are former automotive repair shops and in their abandoned state draw children who play among old drums, buckets of solvents, and metal debris. These properties also act as illegal dumping grounds for area businesses that choose not to pay for disposal of their solid waste and hazardous materials, and as a venue for illegal drug and

other criminal activity. Further, these properties deter new economic investment on all of the blocks surrounding them and contribute to the environmental degradation and poor public health in the neighborhoods. Investing in their cleanup and redevelopment will bring clear and meaningful benefits to the Springfield community.

Nearby and sensitive populations in the targeted areas will be protected from contaminants during assessment work conducted on brownfield sites under this grant. The environmental consultants will be responsible for all assessment and removal actions under the Massachusetts Department of Environmental Protection regulations (MassDEP). The licensed site professionals (LSP) will be asked to conduct a risk characterization of each site based upon contaminants found and the proposed reuse of the site. **The LSP will prepare a Risk Assessment report that evaluates human health risks.** This report will be made available to the public and discussed at a public meeting prior to the commencement of remediation. The City will seek advice from the LSP on how to reduce or eliminate any potential health hazards to the community. All on-site work will be carried out in full compliance with the MassDEP regulations.

b. Economic Benefits and/or Greenspace

i. Economic benefits

Springfield is a city with a proud tradition of manufacturing and invention that has watched the country enjoy economic success, most recently in the 1990s, while it fought economic decline and disinvestment. Springfield used to manufacture Bee-Gee Airplanes, Rolls Royce cars, Indian Motorcycles, and Absorbine Jr. Ointment among other products, and today is still the world headquarters and manufacturing base of Smith & Wesson. However, with an overall decline in manufacturing, businesses and middle class families have moved out of Springfield, leaving in its place crime and blight, as well as the growth in the number of persons living below the poverty level. This trend will continue and high rates of unemployment will persist as Springfield is unable to accommodate the few expanding manufacturers within the City because land is too contaminated and/or too small.

The city has sites that can accommodate new growth if the land can be made competitive by adding value through assessments, remediation, and parcel assembly. Given the level of poverty and unemployment, revitalization of blighted industrial and commercial properties is more critical than ever. The grant funds requested by the City of Springfield will address and answer environmental property issues that have plagued city streets for years. The added property value gained as a result of risk assessment and staff time will allow the city to effectively leverage private investment on each site, which in turn can revitalize an entire area. The project will also stimulate economic development due to the simple fact that the properties targeted are city owned and were taken under tax foreclosure. By disposing of these properties to new developers, these properties return to the tax rolls, generating new income for the city..

ii. Non-economic Benefits and/or Greenspace

At each of the assessment grant project sites, there will be a strong open space preservation and enhancement component that in many ways will drive the selection of the targeted properties. The revitalization zones at the focus of assessment activities have a high percentage of residents under 18 years old. However the open space and recreational resources in these areas are some of the most deteriorated and crime infested public spaces in the City. This is a trend that will change through this assessment and redevelopment process. **By inviting new**

investment into these neighborhoods, the city plans to emphasize connections to these green spaces and require that each new property developer provide pedestrian links to existing parks. Further, developers will landscape their property in a way that integrates the parks with the surrounding neighborhoods. **These improvements will be in the form of well maintained tree belts and sidewalks, and properly landscaped properties that offer vegetative buffers from the hard, impervious surfaces that surround them.**

c. Environmental Benefits from Infrastructure Reuse/Sustainable Reuse

Springfield's vision for promoting the sustainable reuse of brownfields and preventing the creation of additional ones is conveyed clearly through the city's Brownfields Redevelopment Program. The majority of brownfields in Springfield are located in close proximity to housing, neighborhood commercial districts, and public parks. **It is the vision of city leadership and of the neighborhood councils that when these properties are conveyed to new owners for redevelopment, the new use is one that will protect the human and natural environment and will bolster the local economy.** In order to ensure that this is the case, the city has two options which it will implement with input from the community.

First, each of the brownfields targeted are City-owned properties. The city may support the re-zoning of the property to regulate its future use before it is disposed of. Generally these zone changes are petitioned before the neighborhood councils and supported by the city in a public hearing. Once the property is re-zoned, future uses are restricted to what is allowed in the underlying zone. **These zone changes are undertaken in accordance with existing neighborhood plans and urban renewal plans.**

Second, the city lists in the "Request for Proposals" or RFP (the procurement document for property disposition) what uses will be viewed as favorable during bidder selection. The neighborhood council is engaged in the RFP writing process, as they are asked what land uses they would like to see when the property is redeveloped and what uses they do not want to see. Further input is provided by OPED and Community Development and a set of allowable and restricted uses is created for the property. These guidelines generally determine what types of redevelopment proposals are submitted to the city. Once the City is ready to convey the property to a preferred developer, the City Council has the ability to place deed restrictions to reflect project goals.

The process established by the city ensures that the natural environment will be cleaned and protected regardless of future redevelopment and, most importantly, that the quality of life for the community will be improved. Most of these properties are heavily deteriorated, as well as polluted, often driving away investment for blocks around them. Once these properties have been redeveloped for a use that is compatible with a densely developed mixed-use residential area, investment begins to come back to the area, most often in the form of additional land uses that are beneficial to the area. The redevelopment of these brownfields using this method is more often than not a catalyst for positive change in a neighborhood, which broadens the prospects of future generations who live in the area and one day may own a business there. Finally, resource consumption is reduced into the future because as brownfields become the center of positive economic change, development is encouraged in urban centers like Springfield, which can then offer safe and attractive places to live, work, and play.